

# Effectiveness of Ministry of Internal Affairs Regulation Number 15 Year 2008 about Mainstreaming Gender on Basic Education Level in the East Java, Indonesia

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## Abstract:

General purpose of this research are: assessing the implementation of Permendagri no. 15 year 2008 about Gender Mainstreaming on Basic Education Levels in The East Java Province, analyze the problem of the implementation of Permendagri no. 15 year 2008 about Gender Mainstreaming on Basic Education Levels in The East Java Province and analyze the effectiveness of Permendagri no. 15 year 2008 about Gender Mainstreaming on Basic Education Levels in The East Java Province. This research used a quantitative approach supported by qualitative, while the design of the research was a qualitative and quantitative descriptive design. The data required were primary and secondary data. The subject of this research was Permendagri no. 15 year 2008 on General Guidelines for Implementation of Gender Mainstreaming in the Region. Data was collected through observation, interviews and documentation studies. Analysis of data used quantitative and qualitative descriptive analysis and is supported by the Gender Analysis Pathways (GAP), Parity and Disparity Index. The conclusion of this research was in the education policy especially on issues of access and equality of education had been a gender perspective. But in the level of implementation was still uneven implementation of gender policy in basic education. In general, there was gender equalities for the aspect of access and equality of education. There were gender inequalities disadvantage men in the aspect of quality and relevance of education. While there were gender inequalities disadvantage women in the accountability and governance aspects of education.

**Keywords:** Permendagri, gender, basic education

## Introduction

Education policy is not gender bias but there are gender inequalities at the level of implementation. Besides, participation in the decision making process of education is still low so policies are often less responsive gender. Though the government has spent many of laws and regulations to support gender mainstreaming. Rules include the 1945 amendment constitution in Article 31, Laws no. 7 year 1984 about Convention on the Elimination of All Forms of Discrimination Against Women, Laws No.20 year 2003 about National Education System asserts that education is the right of citizens can be reached through the school or outside the school, Laws no. 25 year 2000 about National Development Program (Propenas) asserts that the goal of Life Improvement Program is to improve the quality of women and the role of women in various fields. Ministry of Internal Affairs issued Kepmendagri no. 132 year 2003 about the General Guidelines in the Implementation of Gender Mainstreaming in Regional Development, Government Regulation no. 84 year 2000 about Guidelines for the regional organization, the Provincial Government and District/City has established an organizational unit in charge of women's empowerment activities. East Java Provincial Government follows up on it by issuing the East Java Provincial Strategic Plan 2001-2005, about priorities program for educational opportunities and improving the quality of educational products.

Start from the condition that the gender gap is detrimental to women, especially to support the nine-year compulsory education, it is necessary to analyze the implementation of gender policies in the basic education in the province of East Java. The analysis emphasizes three gender issues in education, namely: educational access and equity, educational relevant and quality, and educational accountability and governance.

Third gender issues are a matter of educational policy analysis to find out the real condition of the existence of the gender gap in the basic education in the province of East Java. Gender oriented policy that still allows for the gender gap will need to be deconstructed so that later acquired gender equality in the basic education. This is done in order to allow for the formulation of new policy recommendations to improve gender equity in the basic education.

In general, the problems statement of the research as follows: 1) Is Permendagri no. 15 year 2008 about mainstreaming gender in the basic education implemented in East Java Province?; 2) What are the implementation forms of Permendagri no. 15 year 2008 about mainstreaming gender in the basic education in East Java Province?

## **Review of related Literature**

### **A. Gender Concept**

Gender refers to the social attributes and opportunities that related with being male and female and the relationships between women and men or girls and boys as well as the relations among women and those between men. These attributes, opportunities and relationships are socially constructed and are adjusted through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued for woman or a man in a given context. In most societies life there are differences and inequalities between women and men in managing responsibilities, undertaking activities, accessing to and controlling over resources, as well as taking decision-making opportunities. Gender is a part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include, class, race, poverty level, ethnic group and age (UN, 2002).

Gender defines as a complex of social constructors based on biological sex, but it is not the same as sex. It can also be argued that gender regulated our life and defines sex as an incidental feature. Gender facilitates sexual interaction and reproduction that intertwines with identity, expression, presentation, relationships, child-rearing, societal role and structure, pairing, games, and eroticism. We are knows as a sexually dimorphic species, that physical appearance is believed number one gender marker. Physical determination of gender is clearly identified since we were as an embryo that remains as a fluid state and looks as a twist object. Our culture is officially declared two types of gender: man (male expression) and woman (female expression). This is a loaded binary concept, yet gender is still misused as a major reason for discrimination. Gender is often assigned the status of natural law, but it is not absolute decision and its concepts are simultaneously developed over time between cultures. The current social power structure rigorously enforces a set of arbitrary gender rules. This enforcement in some ways give impact on inconvenience feelings of another gender, but it is extremely restricted for males and it is literally devastating for those who disrespect the rules to play the right games. The development of an adequate understanding of fundamental concept requires clarity on the related concepts of gender and equality (Reinharz, 2005).

Equality between women and men (gender equality) refers to the equal rights, responsibilities and opportunities between women and men or girls and boys. The concept of equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies the interests, needs and priorities of both women and men that taken into consideration and recognized the diversity of different groups of women and men. Gender equality is not only a women's issue but also engage with men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development (UN, 2002).

### **B. Gender and Education**

Gender equality in education is about giving equal opportunities to learning, in formal and non-formal education settings, as a fundamental human right for all, girls and boys, women and men. The pursuit of gender equality is central to the vision of sustainability where each member of society respects others and fulfills her or his potential. Despite progress, girls and women continue to be disproportionately excluded from education, especially at secondary education level and in the area of adult literacy. Gender-based discrimination in education is both a cause and a consequence of deep-rooted disparities and discrimination in society. Factors such as poverty, geographical isolation, ethnic background, disability, traditional attitudes about the status and role of girls and women undermine the ability of women and girls to exercise their rights. Harmful practices such as early marriages and pregnancies, and gender-based violence (GBV) particularly in school overlap with gender discrimination in education laws, policies, contents and practices that prevent girls form enrolling, completing and benefitting from education, compared to their male counterparts. The personal, social, economic, health and other benefits from education are important, so are the negative consequences of failure to provide education to individuals, particularly to girls and women. Gender must therefore be mainstreamed at all levels of the education system, from early childhood to higher education, in formal and non-formal settings and at all stages from infrastructure planning to material development and teaching training and practices. UNESCO works to promote equal opportunities to learning of good quality that is free from gender-based or other forms of discrimination. In particular, UNESCO:

- promotes gender equality in national education laws, policies and plans
- seeks to expand access to learning opportunities, in particular for girls and women, in both formal and non-formal education
- develops the capacities of education policy-makers, planners and teachers and other education personnel on gender-sensitive approaches
- supports countries to improve the quality of education contents, so that they are gender-sensitive and free from discrimination
- seeks to address obstacles to learning such as GBV and HIV & AIDS, (Anonymous, 2012)

The European Union has a strong track record of promoting gender equality within employment. However, promoting gender equality in education is not a listed priority in the Roadmap for Equality for Women and Men, 2006-2010 (2006a). We argue, therefore, that the following policy implications and recommendations should be implemented: The promotion of gender equality in education needs to be a key strategic objective in the development of a new Roadmap for Equality between Women and Men in Europe. Within the EU, gender equality policies in education have focused strongly on equalizing women's participation in Mathematics, Science and Technology (MST) with that of men. The male definition of success is taken as the norm; equality for girls and women is measured in terms of their degree of adherence to that norm. Policy implications and recommendations: While equalizing female rates of participation in MST is important, gender equality in education is a much wider and more complex issue; it involves problematizing men's relationship to all types of care work as well as women's relationship to MST. The EU needs to promote educational programs that challenge stereotypical masculine identities as well as feminine identities. Gendered identities are socially constructed and multivalent – they intersect with social class, ethnicity, religion, culture, disability, sexuality and age. One is not just a girl or boy, a woman or a man but a girl/boy of a particular culture, social class, age, etc. Policy implications and recommendations: Gender equality policies in education need to be designed in a way that recognizes how social class, ethnic, cultural, disability and other status differences impact on gender outcomes. Girls and boys, women and men must not be treated as homogenous categories in policy terms (Quintin, 2009).

### **C. Previous Research**

The Position Paper from the Department of Education and Culture of East Java (2009) showed the rate of school enrollments among women is lower than men from year to year, except in the age group 7-12 years. During the eight years can be observed the school enrollments of girls aged 7-12 years increased high compared men in 1999 to 2004. However, women school enrollments is sharp decline in 2005-2006. School enrollments parity index (PI) at aged 7-12 years and 13-15 years from year to year tend to have gender equality, while at the age of 16-18 years occurred gender inequality disadvantage women with a range of PI was 0.90. It shows the higher of the age causes gender inequality in the female.

## **Research Methodology**

### **D. Research Design**

The approach used in this research is a quantitative and qualitative approach. This approach was chosen because it was relevant to the issues of this research. This research was intended to produce a generalization or conclusion of characterized generally from the specific profiles of student activity through a careful measurement of social phenomenon by developing the concept and gathering the data from research results.

### **E. Research Setting**

This research take place in the East Java Province. This province has large number of inequality gender in the basic education, which influence on gender mainstreaming profile.

### **F. Types and Sources of Research Data**

The type of data in this research was quantitative and qualitative data. The quantitative data obtained by collecting document. The qualitative data was obtained through the results of interview guide to the the key persons of the gender policy makers. Besides, the qualitative data was obtained through the documents from the stakeholders who connecting with the gender profile in the province such as; the number of student in the basic education.

This research used two sources of data, namely primary and secondary data. The primary data was derived from interview guide. Meanwhile, the secondary data was obtained from the documents. In addition, the secondary data was obtained from the previous research had been documented and published and relevant to the problems of this research.

### **G. Data collection techniques**

The data was collected through several ways, namely: 1) desktop research; 2) interview guide, and 3) documentation. The interview guide were distributed to the some person who responsible in the gender policy makers to obtain the information about the all off gender activities had been done by government. This data was used to provide additional information about the gender activities. The documentation include notes, quantitative data, photography, as well as research results had been published and provide significant information to this research.

### **H. Data Analysis**

The data analysis was done through several stages: (1) open coding, (2) axial coding, and (3) selective coding. As long as the process of research was conducted, all obtained data were recorded in a research activities note book (log book). Based on the research activities records, it was developed into numbers of abstraction of the data obtained. To simplify the analysis, the description of abstraction was organized into thematic units had been

given a title or a specific code. The open coding phase is the assessment stage, aimed to obtain the more in-depth information in accordance with event or situation in the field, thus it could expand the understanding of the phenomenon under research.

The axial coding phase is the phase of the development of open coding generate the abstraction. At this stage, the researcher has a transformative role, the role that consequently will depend on how important is the meaning of transformative role. This phase answer the role of supporting transformation as well as the factors influencing the process of transformation, so the specification of the categories and the theory depend on facts happening in the field.

The selective coding is the final step. This stage is the more comprehensive stage, because it emphasizes on the relationship between the overall category. This stage still need the collection of empirical facts that more focused on the reinforcement at the possibility of accuracy through relationship statements between categories and the sample which is determined purposively. The selective coding phase is ended after the conceptual descriptions verified and modified.

Based on the stages had been done, the simple statistical analysis was conducted by the percentages, then it was interpreted, and summarized to gain the understanding of the problem by using a quantitative approach. The results of qualitative analysis was in the form of description i.e by carefully describing the phenomenon occurred in the research.

#### **I. Data Analysis Presentation**

The results of data analysis based on the problems and the objectives of the research were presented in the form of narratives, tables, graphs, pictures, charts, photographs, or in the other forms of data presentation. The presentation of data was created systematically and efficiently so it was easily understood and able to provide optimal clarification for the readers

### **RESULTS AND DISCUSSION**

#### **J. Implementation Permendagri no. 15 year 2008 about Mainstreaming Gender in the basic Education in The East JavaProvince**

Actually, since 2004, capacity building in the East Java was facilitated state funds, not specific for the basic education but includes all types, levels and education units within the authority of the Provincial Education Office because the concept of education includes informal, formal and non-formal education. The block grant also was spent to facilitate the Department of Education in every regency/city. At the basic level, capacity building was organized by the government with a target of person responsible in the gender policy makers in the city or regency.

The results of a special interview with the Chairman of the working group Gender Education East Java was the Department of Education and Culture of East Java Province seeks to integrate substance gender mainstreaming in coordination meetings or activities in the field to achieve fairness and equality to the level of the basic education.

Capacity building activities had been performed many times since 2004 until now. Capacity building was actually always done through integration into programs/activities relevant through local funds/budget in the province of East Java. Speakers were involved depending on the proposed budget, if any speaker from the capital of Indonesia (Jakarta) was usually invited to the relevant authorities.

Capacity building in some city/regency had not done well. This led to legislation and policy program of gender mainstreaming were not realized well, considering the change of officials at the provincial and regency/city frequent that affect the implementation of policies/programs and activities.

Constraints of capacity building activities were still gender blind from the particular religion oppose/resistant because of mixing religion with gender mainstreaming considered feminism theory as in the West. But when the speaker can explain it well then they could receive it, given the different local culture in some communities in different provinces (patriarchy and matriarchy).

Mechanisms of cooperation with the agency or organization outside the office were conducted by center of Women study in the universities, women religion organization etc. The cooperation was carried out depends on the organizers and funding budget, but the implementation was usually at least 2-3 times.

Department of Education and Culture in East Java Province had formed a gender working group in 2004. Gender working group had been able to carry out their duties in accordance with their functions and roles.

Gender profile of basic education had been conducted in the previous year. Indicators of gender profile basic education had been prepared covering parity index on a number of indicators covering issues of access and equity of education, the quality and relevance of education and educational accountability and governance. Gender profile had been compiled since 2005, funded from the budget.

Department of Education had provided sufficient information relating to the information, education and communication (IEC). The Department of Education had make leaflets, share files on gender mainstreaming-related policies and regulations in force, position paper, etc. IEC was distributed in 38

cities/regency in East Java province.

### K. Forms implementation Permendagri number 15 in 2008 About Mainstreaming Gender in the Basic Education in the East Java Province

Using parity index and disparities analysis was got data and information to describe the gender education situation in East Java Province. The data can see in the Table 1 and 2.

**TABLE 1. Parity Index and Disparity of Education in East Java Province**

No	Variable	M (%)	F (%)	Parity index	Disparity
<b>1.</b>	<b>Elementary School (ES)</b>				
<b>a.</b>	<b>Acess and equity</b>				
	Number of student	51.18	48.82	0.95	-2.37
	Number of new student	51.11	48.89	0.96	-2.22
<b>b.</b>	<b>Quality and relevance</b>				
	Number of drop out	58.34	41.66	0.71	-16.68
	Number of repeat class	66.03	33.97	0.51	-32.06
	Number of graduates	49.28	50.72	1.03	1.44
<b>c.</b>	<b>Akuntability and governance</b>				
	Number of teacher	41.66	58.34	1.40	16.68
	Number of principals	69.57	30.43	0.44	-39.13
<b>2.</b>	<b>Yunior High School (YHS)</b>				
<b>a.</b>	<b>Acess and equity</b>				
	Number of student	50.91	49.09	0.96	-1.82
	Number of new student	51.31	48.69	0.95	-2.62
<b>b.</b>	<b>Quality and relevance</b>				
	Number of drop out	56.24	43.76	0.78	-12.48
	Number of repeat class	81.46	18.54	0.23	-62.92
	Number of graduates	42.74	57.26	1.34	14.52
<b>c.</b>	<b>Akuntability and governance</b>				
	Number of teacher	53.57	46.43	0.87	-7.13
	Number of principals	87.66	12.34	0.14	-75.31

**TABLE 2. Equality and Inequality Indicator**

No.	Variable	Level	Equality/inequality
<b>1</b>	<b>Access and equality</b>		
	Number of student	ES JHS	Equality Equality
	Number of new student	ES JHS	Equality Equality
<b>2</b>	<b>Quality and relevance</b>		
	Number of drop out	ES JHS	Inequality disadvantage man Inequality disadvantage woman
	Number of repeat class	ES JHS	Inequality disadvantage man Inequality disadvantage man
	Number of graduates	ES JHS	Equality Inequality disadvantage man
<b>3</b>	<b>Accountability and governance</b>		
	Number of teacher	ES JHS	Inequality disadvantage man Inequality disadvantage woman
	Number of principals	ES JHS	Inequality disadvantage woman Inequality disadvantage woman

Explaining:

ES : Elementary School

YHS: Junior High School

In general, the aspects of access and equity of education there were gender equalities. In the aspect of the quality and relevance there were gender inequalities disadvantage men. While the accountability and governance of education there were gender inequalities disadvantage women.

According to the Table 1. and 2. above, for the variable quality and relevance of education, there were



several indicators of gender inequalities disadvantage men in the student dropout number and repeat class number. Several influence factors were motivation factors, environmental factors and economic factors.

In the variable accountability and governance of education, there were the number of teachers occurs gender inequalities disadvantage women, both at the elementary and junior high schools. Influence factors were socio-cultural factors, economic factors and family factor. Indicator of the principal number, there were gender inequalities disadvantage women, both at the elementary and junior high schools. This was due to several factors, such as socio-cultural-religious and motivational factors.

## CONCLUSION

The conclusion of this research was on education policy especially on issues of access and equality of education had been a gender perspective. But in the level of implementation was still uneven implementation of gender policy in basic education. In general, there was gender equalities for the aspect of access and equality of education. There were gender inequalities disadvantage men in the aspect of quality and relevance of education. While there were gender inequalities disadvantage women in the accountability and governance aspects of education.

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